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Operational activities of the United Nations for international development cooperation: reports of the Executive Boards of the United Nations Development Programme/United Nations Population Fund, the United Nations Children's Fund and the World Food Programme

Annual reports of the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Population Fund to the Economic and Social Council

1. In its decision 2001/7 of 5 February 2001, the Executive Board of the United Nations Development Programme (UNDP) and of the United Nations Population Fund (UNFPA) took note of the reports to the Economic and Social Council (DP/2001/6 and DP/FPA/2001/1). The Executive Board also decided to transmit the reports, together with the comments made on them, to the Council for consideration at its substantive session of 2001.

2. Section I of the present document contains the report of the Administrator of UNDP; section II contains the report of the Executive Director of UNFPA.

3. The comments of the Executive Board on the reports are contained in section III below, which is an extract from the report on the first regular session of 2001 of the Executive Board.

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I. Report of the Administrator of the United Nations Development Programme

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I. Implementation of the reform programme of the Secretary-General and the provisions of the triennial comprehensive policy review

A. Structures and mechanisms

1. During 2000, the reform of the Administrative Committee on Coordination (ACC) and its subsidiary bodies progressed still further. In particular, the review of ACC by a team of three senior experts recommended the creation of the High-Level Programme Committee (HLPC), which was endorsed by ACC and met in October 2000 to establish its terms of reference. All the relevant programme and operational bodies currently under ACC were requested to review their own terms of reference and mandates in the light of the outcomes of the ACC review and the subsequent decisions of ACC. In addition, ACC itself is contemplating a change of its name to reflect its role as the Board of Executive Heads of the United Nations system. Similarly, the Organizational Committee of ACC is to be replaced by a network of focal points or "sherpas", who would communicate throughout the year, supported by the Office of Interagency Affairs (OIAA) in the Department of Economic and Social Affairs (DESA).

Problems encountered and lessons learned

2. The review of ACC led to the establishment of the HLPC, which will have oversight of all the programme and operational consultations under the ACC umbrella but will in its own deliberations focus primarily on programme issues. However, it is important that the inter-agency policy and procedural work on operational activities, which serves to convert legislative mandates into actual operational policies, procedures and guidelines also continue while this new area of programme policy is dealt with. The HLPC is not designed to do this work itself and would need to rely on a subsidiary body. The work is currently carried out by the Consultative Committee on Programme and Operational Questions (CCPOQ) and its Working Group on the Resident Coordinator System. As the subsidiary bodies of the new HLPC are reviewed and reformed, it is important that this work be given continuity in order for the legislative mandates of the General Assembly and the Economic and Social Council on operational activities to be implemented. Furthermore, it is important that the bridge provided by these current mechanisms between the United Nations and the system as a whole be continued, particularly on issues relating to the resident coordinator system.

3. In carrying out this reform, ACC was clear in affirming that the HLPC would not serve to add another layer of inter-agency machinery but rather would lighten the burden on ACC by taking programme decisions on its behalf.

4. Regarding the experience with the streamlining of the United Nations Development Group (UNDG), the experience with sunset clauses for its subsidiary bodies has proven positive in terms of simplifying the UNDG work processes and focusing staff time only on items of top priority. Each year, UNDG reviews the subsidiary bodies and groups to see which ones have achieved their expected results and goals and whether they need to continue to meet. This is an experience that could prove of relevance to the broader ACC machinery.

Recommendations

5. The Council may wish to:

(a) Take note of the problems encountered and lessons learned in enhancing the structures and mechanisms for United Nations reform and inter-agency coordination;

(b) Welcome the ongoing efforts by the Administrative Committee on Coordination and the United Nations Development Group to rationalize the architecture of their subsidiary bodies;

(c) Reaffirm the need for a United Nations system-wide consultative body to review the operational activities of the system, to carry on the work presently carried out by the Consultative Committee on Programme and Operational Questions, including the Working Group on the Resident Coordinator System, particularly the translation of legislative mandates originating from resolutions and decisions of the General Assembly and the Economic and Social Council into operational policies, procedures and guidelines.

B. Funding and resources

6. In pursuance of General Assembly resolution 50/227 of 24 May 1996 and Economic and Social Council resolution 1997/59 of 24 July 1997, as well as Executive Board decisions 98/23, 99/1 and 99/23, UNDP made further progress in 2000 in implementing the multi-year funding framework (MYFF), which integrates programme objectives, resources, budget and outcomes with the goal of increasing core resources and enhancing their predictability. In particular, the first results-oriented annual report was presented to and well received by the Executive Board. The first Ministerial Meeting of UNDP, attended by over 50 ministers or ministerial-level officials, was held in September with the overall objective of building further political will for UNDP.

Problems encountered and lessons learned

7. During 2000, under the guidance of its Executive Board, UNDP continued to grapple with the problems of stemming the declining volume of core contributions, ensuring greater predictability of resources through multi-year pledges and reducing the overdependence on a limited number of donors.

8. In line with the provisions of Executive Board decisions 98/23, 99/1 and 99/23, UNDP held its second funding meeting in April. The total amount of regular resources currently estimated for 2000 is slightly below the level of the income received in 1999, according to provisional data. Programme countries once again showed a deep commitment to the funding meeting, where there was considerable high-level participation from capitals of both donor and programme countries.

9. In terms of enhanced predictability, while a number of countries announced payment schedules at the funding meeting, in some cases actual payments of the core contributions were received much later and, in a few cases, not before year-end. In this context, as indicated for 2000, it is important that all contributing countries officially communicate their 2001 core contributions as early in the year as possible and that they adhere to the fixed payment schedules that they announce. In addition to the funding commitments, the meeting highlighted the need for UNDP to reduce its overdependence on a limited number of donors. In comparison, the traditional pledging conference held in November 2000 yielded modest results, where none of the major donors were in a position to pledge, inter alia, because of the timing of their budget cycles. With the establishment of funding meetings within the respective Executive Boards of the funds and programmes, there is a clear need for the intergovernmental bodies to reconsider the role of the pledging conference held each November.

Recommendations

10. The Council may wish to:

(a) Welcome the progress achieved by UNDP in introducing the multi-year funding framework and the results-oriented annual report;

(b) Encourage the funds and programmes to exchange experiences and lessons learned in the area of multi-year funding frameworks with a view to their continued improvement;

(c) Reiterate its concern about the continued decline in core funding to the United Nations Development Programme and the other funds and programmes and, in this context, strongly urge all Member States to support the implementation of the multi-year funding framework, inter alia, through increased core contributions in order to meet the regular (core) resources targets set in the framework, and specifically urge all countries to increase their core contributions to help to reduce the overdependence on a limited number of donors;

(d) Make recommendations on the future of the United Nations pledging conference, taking into account the experience gained at the second funding meeting at the second regular session of the Executive Board, as well as the experience of the other funds and programmes.

C. Resident coordinator system

11. During 2000, efforts to strengthen the resident coordinator system proceeded on many fronts: (a) increasing the proportion of women and staff of other agencies who are resident coordinators; (b) improving the performance appraisal of resident coordinators; (c) further improving the selection process through the inter-agency advisory panel; (d) training first-time resident coordinators and country teams; (e) improving the competency assessment model based on an outside evaluation; and

(f) improving the annual reporting by resident coordinators.

Problems encountered and lessons learned

12. A review of the 128 annual reports of resident coordinators revealed the following:

(a) Improved overall quality of the reports as compared to those of previous years;

(b) A lack of strategic direction in many reports;

(c) Evidence of growing collaboration driven by themes and by common country assessments (CCAs) and United Nations Development Assistance Frameworks (UNDAFs); there is little evidence, however, of collaborative programming;

(d) Increasing collaboration with the Bretton Woods institutions;

(e) The work of theme groups had indeed concentrated on cross-cutting issues such as HIV/AIDS, education, health, rights-based approach, poverty and gender;

(f) The importance of the CCA and UNDAF in providing platforms for conference follow-up, adopting a holistic approach rather than a conference by conference approach;

(g) The emerging role of thematic groups for joint analysis and assessment and advocacy on cross-cutting themes.

13. The current competency assessment programme has been fully evaluated and the results of the evaluation reviewed by the Inter-Agency Steering Committee responsible for overseeing the programme. The main recommendations that emerged from the evaluation were included in the review of proposals for the continuation of the programme. The competitive bidding process is under way to select the firm to continue this programme, including the enhancements to it. The next assessment programme will be conducted in June 2001. All current and former resident coordinators will be expected to go through the assessment as well as first-time resident coordinators.

14. In terms of improving the gender balance of resident coordinators, the current goal is to increase the present ratio of 24 per cent to 38 per cent by 2001, which means the appointment of an additional 21 women. Priority is being given to internal recruitment. However, in the light of competing demands within agencies in meeting their own gender goals, the Working Group on the Resident Coordinator discussed modalities for the external recruitment of women over the short term. This subject is further discussed in paragraphs 35-38.

15. The performance appraisal system for resident coordinators continues to be problematic. In order to ensure that the system serves its purpose of providing feedback to the Administrator on the performance of resident coordinators, it has been reviewed and changes have been discussed with UNDG members and more broadly with the United Nations system through the CCPOQ Working Group on the Resident Coordinator System. At its meeting of 18 September, the Working Group endorsed a revised appraisal system with three elements: (a) the replacement of the current citing of "critical incidents" by a results-based appraisal reflecting tangible benchmarks such as progress with the CCA and UNDAF, the use of support to resident coordinator funds provided by UNDP, the quality of the annual report and performance in crisis situations; (b) selective implementation in a few countries each year of a 180 degree feedback exercise to provide objective feedback to resident coordinators and country team members as individual team-players on their performance and development opportunities; and (c) self-appraisal by the country team as part of the annual report exercise.

Recommendations

16. The Council may wish to:

(a) Take note of and encourage the range of efforts under way to improve the resident coordinator system on several fronts, highlighting in particular the importance of progress being sought in annual reporting by resident coordinators, which is a vital source of managerial information;

(b) Welcome in particular the additional measures taken to improve the performance appraisal of resident coordinators and the country team, reiterating its invitation to all concerned agencies of the United Nations system to make full use of the resident coordinator appraisal system.

D. Implementation of the common country assessment and the United Nations Development Assistance Framework

17. As of 15 November 2000, 62 CCAs had been completed and 48 were in progress; 19 UNDAFs had been completed with 25 in progress. A total of 26 workshops had been completed in the five geographic regions to promote the exchange of experiences and good practices relating to the CCA and UNDAF.

Problems encountered and lessons learned

18. In 2000 the Executive Committee decided to take steps to accelerate further the roll-out of the CCA and UNDAFs. Accordingly in October 2000, a series of meetings of senior regional managers of the organizations represented on the Executive Committee was held. It was concluded that unless the CCA and UNDAF are integrated into the programming procedures of the organizations themselves and used to streamline their programming procedures with the objective of lightening the demands placed on them by the CCA and UNDAF, the CCA and UNDAF will remain another layer of onerous programme requirements, creating not only additional burdens for country teams but also a drain on government capacities. The Executive Committee therefore instructed the UNDG Working Group on Harmonization of Programme Approval Process, chaired by UNFPA, to propose concrete steps to make the CCA and UNDAF an integral part of their respective programming processes.

19. Similarly, it was found that currently, non-compliance with timely delivery of quality CCAs and UNDAFs carries no institutional consequences for any of the staff whose organizations are represented on the Executive Committee. The Executive Committee accordingly agreed to include timely delivery of CCAs and UNDAFs as a factor in the annual performance evaluation of their representatives and regional managers.

20. Turnover of representatives had been found to make timely CCAs and UNDAFs difficult. Accordingly, the Executive Committee agreed to ensure that transfers and appointments were timed in such a manner that the timely delivery of quality CCAs and UNDAFs was not undermined, particularly as concerns resident coordinators.

21. Effective leadership of the country team by the resident coordinator was found crucial for successful CCAs and UNDAFs. When proposing and deciding on resident coordinator candidates, whether new or awaiting rotation, the Executive Committee agreed to take account of their past performance with regard to CCAs and UNDAFs.

22. The supportive institutional role of the regional bureaux or regional structures of the organizations was found important for successful CCAs and UNDAFs. Accordingly, the Executive Committee agreed to entrust their regional managers with the effective monitoring of CCAs and UNDAFs in their respective regions and to task them proactively to provide the necessary support to their country representatives, to contribute to and use the results of the CCA/UNDAF Learning Network on a systematic basis and to continue their joint inter-agency meetings and reports to the Executive Committee either on a quarterly or a biannual basis.

Recommendations

23. The Council may wish to:

(a) Welcome the progress on implementation of the common country assessment and the United Nations Development Assistance Framework processes, in particular the additional managerial steps taken by the Executive Committee to accelerate the introduction of the common country assessments and the United Nations Development Assistance Frameworks;

(b) Encourage further efforts to streamline programming instruments as progress is achieved in introducing the CCAs and UNDAFs;

(c) Urge all partners in the United Nations system, including the Bretton Woods institutions, to participate actively in the common country assessment and United Nations Development Assistance Framework process, in line with the guidance note of the Administrative Committee on Coordination on the CCA and UNDAF.

E. Harmonization of programming periods and procedures

24. During 2000, UNDG and CCPOQ accelerated their efforts to promote the harmonization of programming periods and procedures, particularly on the following fronts: (a) harmonization of programming periods; (b) joint programmes; (c) joint mid-term reviews; and (c) harmonized administrative procedures for national project personnel. The harmonization of programming periods is essential for the preparation of the United Nations Development Assistance Framework (UNDAF). As of 6 November 2000, a total of 89 countries were included in category A (countries with harmonized programming periods) while 18 countries were in category D (countries where harmonization is not considered feasible).

Problems encountered and lessons learned

25. The harmonization of programming periods has been found essential for the preparation of meaningful UNDAFs. The number of countries with harmonized programming periods reached 93 by November 2000. By the end of 2004, 90 per cent of qualifying programme countries will have harmonized their cycles. This represents a key step for the roll-out of the UNDAF and for enhanced impact by UNDG at the country level.

26. A note on definitions of processes and products for enhancing UNDG programme collaboration was approved by UNDG and sent out to the field in March 1999 in order to clarify terminology relating to programming used by UNDG member organizations. In July 2000, building on the CCA/UNDAF roll-out during 1999-2000 and the harmonization of programming periods, a guidance note for the preparation of joint programmes/projects was endorsed by UNDG and sent out to the field. Country teams have been encouraged to use the guidance note when developing and managing joint programmes/projects and to share the results of their experience with UNDG. It is still too early to judge the impact of this measure; it should, however, be detectable in the annual reports of resident coordinators in the coming years as well as through the triennial comprehensive policy review of 2001.

27. Procedures for joint mid-term reviews of country programmes and UNDAFs have now been completed and are being field-tested by a number of country teams. It is expected that the revised procedures will be made available for general use in the first quarter of 2001. When programming periods have been harmonized, the joint mid-term review of individual country programmes and UNDAFs will lessen the current demands and burdens placed on Governments participating in the review of country programmes of individual funds and programmes.

28. Simplified and harmonized administrative procedures for national project personnel hired by different United Nations organizations are being analysed by a UNDG ad hoc group, based on current practices by some country teams. These procedures include, for example, salary scales, daily subsistence allowance rates, contractual and recruitment modalities, insurance coverage and methods for performance assessment. Governments have called for the harmonization of the administrative procedures for national project personnel applied by different organizations. The UNDG ad hoc group is focusing on a few practical areas, where harmonization is feasible under the existing regulations and rules of different organizations, in particular remuneration and per diem rates. Guidance notes will be sent to country teams during 2001.

29. With regard to future challenges and next steps, UNDG and CCPOQ will consider the harmonization and simplification of programming processes and approval. The UNDG has set up a working group, chaired by UNFPA, with the objective of developing a common process for programme approval, taking into consideration the need for further harmonization and simplification of programmes and programming procedures for all United Nations organizations in the UNDG in order to provide the basis for a substantive, timely and joint oversight function of the respective Executive Boards.

Recommendations

30. The Council may wish to:

(a) Take note of the progress achieved by members of the United Nations Development Group so far in the harmonization and simplification of programming periods and procedures;

(b) Recall their request to the funds and programmes as part of their preparations for the triennial policy review of 2001 to assess the actual

benefits to programme countries of harmonized programming periods;

(c) Encourage the members of the United Nations Development Group, in the light of the discussions on the subject at the Council, to address the areas for further harmonization and simplification of procedures identified in consultation with resident coordinators and country teams and to report to the Council at its substantive session in 2002 with concrete results in each area.

F. Gender-mainstreaming

31. UNDP and its partners in UNDG sought in 2000 to implement the Beijing Platform for Action and prepare the five-year review of the Fourth World Conference on Women (Beijing + 5) of June 2000. The recommendations of the review address the need for tools to measure progress and ensure accountability towards fulfilling the commitments made in Beijing. Another area of focus for the funds and programmes was the gender dimension of national poverty-reduction strategies and the situation of women in countries in crisis.

Problems encountered and lessons learned

32. From the perspective of UNDP, the main implication of the Five-Year Review of the Beijing Conference was enhancing the accountability of all stakeholders with regard to showing measurable progress towards the commitments of the Conference. UNDP, in particular, is seeking to build the gender dimension into its policies, programmes and management. Efforts were made to include gender issues more explicitly into national human development reports, to promote the collection of relevant gender statistics for the CCA and UNDAF, including the development of qualitative indicators on women's human rights, paid and unpaid work, and the strengthening of gender-budgeting initiatives. UNDP is particularly interested in indicators of women's vulnerability and in monitoring progress in the implementation of the Convention on the Elimination of All Forms of Discrimination against Women. Alternate reports from civil society have been useful instruments for assessment and advocacy.

33. Another challenge for UNDP in 2000 is helping programme countries to ensure that national poverty reduction strategies, and their associated poverty reduction strategy papers take full account of the feminization of poverty and women's own coping strategies both for policy and implementation.

Recommendations

34. The Council may wish to:

(a) Take note of the lessons learned and the challenges in mainstreaming gender considerations in operational activities for development, particularly through national poverty reduction strategies;

(b) Encourage the funds and programmes and other partners in the United Nations system engaged in supporting national poverty reduction strategies to ensure that their efforts fully reflect gender considerations, in line with national priorities;

(c) Take note of the growing recognition of women's needs and contributions in crises and peace-building initiatives, and encourage funds and programmes and other partners in the United Nations system to ensure that their activities in these areas take due account of gender considerations;

(d) Encourage the funds and programmes and other partners in the United Nations system to incorporate women's paid and unpaid work in national accounting, to engender national budgets, and to develop gender-sensitive statistical data collection and analysis;

(e) Take note of the changing situation of women in the age of information and technology and in the globalizing economy and, in particular, of the new challenges for women in the labour force;

(f) Encourage the funds and programmes and other partners of the United Nations system to address the issues of trafficking in women and girls, gender-based violence, HIV/AIDS and women in conflict situations in the context of a human rights framework.

G. Gender balance

Problems encountered and lessons learned

35. In 2000, UNDP continued to address the special problem of retaining professional women at the mid-career point through its work/life policy and its human resources policy, which actively promotes the careers of young women, including measures such as

authorizing cumulative seniority in all previous Professional grades when women are considered for promotion.

36. As of November 2000, the percentage of women in the Professional category and above in UNDP was as follows: 41 per cent of all Professional staff, as compared to 36 per cent in 1999; 26 per cent of UNDP resident representatives and United Nations resident coordinators as compared to 25 per cent in 1999; 22.5 per cent of all staff at the D-1 and D-2 levels as compared to 21 per cent in 1999; and 3 out of 5 staff at the Assistant Secretary-General level, the same number as in 1999.

37. In 2000, UNDP targets for the percentage of women staff continued to be: 40 per cent overall for staff at the Professional and Director levels and 38 per cent for resident coordinators/resident representatives by 2002. For the first time ever, a target of 50 per cent women was set for participants in the competency assessment programme held in September and October 2000. This was to encourage all sponsoring organizations to focus on the issue of gender and on ensuring that more women serve as resident coordinator and to be placed in the pool of candidates approved by the Inter-agency Advisory Panel for future service as resident coordinators.

Recommendations

38. The Council may wish to:

(a) Take note of the lessons learned and progress made by the United Nations Development Programme in the implementation of its gender balance policy;

(b) Call for continued efforts to accelerate achievement of the gender targets, taking into account the lessons learned by other United Nations entities.

H. Capacity-building

39. Based on extensive preparatory work and drawing on the experience of organizations of the United Nations system from evaluations of operational activities conducted, a guidance note was issued by CCPOQ in 2000 on behalf of ACC on capacity-building to guide resident coordinators and country teams on the subject.

Problems encountered and lessons learned

40. Member States at the substantive session of the Council in 2000 welcomed the issuance of a guidance note but called for the translation of this guidance note on capacity-building into practice as soon as possible. Many of the five-year reviews of the United Nations international conferences have also stressed the importance of United Nations support to building national capacity for poverty eradication.

41. The Department of Economic and Social Affairs has pointed out that the evaluations undertaken in the context of the 1998 triennial policy review demonstrated that the traditional concept of capacity-building is no longer viable. The ACC guidance note on capacity-building, with its system-wide consensus on terminology and concepts, should form the basis for new agency-specific programming guidelines on capacity-building as well as training on the subject. Capacity-building will be a major dimension of the 2001 triennial comprehensive policy review and the good practices identified will need to be fed back into the United Nations system. As UNDP and its partner organizations in the United Nations system proceed with their own internal reforms, it is important that the new profile of staff sought include the skills needed for promoting capacity development in programme countries.

Recommendations

42. The Council may wish to:

(a) Reiterate that the primary responsibility for capacity-building rests with programme countries themselves;

(b) Take note of the progress over the past year in producing and disseminating an agreed set of guidelines, with a system-wide consensus on terminology and concepts, which have taken many years to achieve;

(c) Urge the United Nations specialized agencies, funds and programmes to accelerate, in a systematic and concerted fashion, the implementation of these guidelines, which would entail, inter alia, modifying programming guidelines to reflect the new consensus; to develop system-wide training packages and funding training programmes at the appropriate level; and to ensure, through their human resources

policies and practices, that new professionals hired possess the skills mix for promoting capacity-building.

I. Common premises and services

43. In 2000, UNDP continued to chair the UNDG Sub-Group on Common Premises and Services and played an active part in the Management Group on Premises and Services, which, as a decision-making body, relies on the advice and recommendations of the Sub-Group on Common Premises and Services.

44. To date, a total of 37 United Nations houses have been inaugurated or designated by the Secretary-General. The UNDG Sub-Group on Common Premises and Services regularly reviewed proposals from country teams and has provided advice and guidance to country teams in their efforts to establish common premises/United Nations houses. In this regard, the Sub-Group reviewed 51 proposals in 1998 and 58 in 1999; undertook 13 field missions in 1999; and during 2000, reviewed 32 proposals and undertook missions to six countries. It is expected that by the end of 2000, there will be seven new United Nations houses designated.

45. The Executive Boards of the four member organizations of the Executive Committee set a target of five United Nations houses to be established in 2000 and an additional five in 2001. By June 2000, the Sub-Group had identified 43 countries that might have the potential for the establishment of United Nations houses. The resident coordinators were contacted and the positive responses, which are still coming in, will constitute the basis for a pipeline of countries where a United Nations house might be established in the future.

46. A consolidated lease-management system was established through the use of Aperture software, completed in 1999. A common database now allows the sharing of information among the four member organizations of the Executive Committee, thus facilitating the management of country office premises.

47. Regarding common services, as a follow-up to the survey on common services conducted in 1999 with funding from the United Kingdom, a workshop with 27 senior operations managers from the Executive Committee organizations was held in March 2000 to review the results of the survey, to evaluate experience to date and to develop draft operational guidelines for the establishment and enhancement of effective and efficient common services operations at the country level. The workshop resulted in draft operational guidelines on common services, which were finalized and endorsed on behalf of the United Nations system as a whole by CCPOQ in September 2000 and will now form part of the ACC Guidelines for Administrative Management.

Problems encountered and lessons learned

48. Experience so far has shown that the real key to success in establishing United Nations houses is effective leadership by the resident coordinator and the development of a large, viable pipeline of countries where further United Nations houses are feasible. The steps taken above will help to ensure a substantial pipeline for the years to come. The continuing challenge now is to ensure that decisions regarding the establishment of United Nations houses (as a desirable principle) are taken in a cost-effective manner. It is also recognized that the move to common premises may result in an increase in one-time and recurring costs. Common premises present numerous tangible benefits such as common reference units and other facilities that can provide opportunities for synergy.

Recommendations

49. The Council may wish to:

(a) Welcome the progress on both common premises and common services, in particular;

(b) Urge host countries as well as the member organizations of the Executive Committee to continue to promote United Nations houses and common services, recognizing that while there may be increased one-time and recurrent costs, there are also tangible benefits and synergy to co-location.

J. Cooperation with the World Bank

50. During 2000, UNDP further developed its relationship with the World Bank at two levels: (a) the inter-agency level, as part of the UNDG discussions with the World Bank and (b) the bilateral level, with its direct policy and operational collaboration with the World Bank. The present section focuses on the inter-agency relationship, which addresses the coordination concerns emerging from past legislation of the Council

relating to the overall links between the United Nations and the Bretton Woods institutions.

51. The main focus of the discussion on coordination with the World Bank and UNDP and its partner organizations in UNDG has been collaboration in the context of the Comprehensive Development Framework, the poverty-reduction strategy papers (PRSPs) and the CCA/UNDAF and the important question of interrelationships between the instruments. A series of learning workshops and briefings were held with the participation of the World Bank and organizations of the United Nations system.

Problems and lessons learned

52. Three major issues have emerged from the workshops and consultations held and the feedback from country teams that have been involved in consultations with the World Bank as well as from the joint learning group on the CDF and PRSPs, which meets periodically and maintains continual electronic contact among its members: (a) enhancing national ownership of processes; (b) improving participation of different actors, particularly civil society; and (c) ensuring a substantive contribution of UNDP and the other United Nations agencies and entities.

53. Regarding national ownership, since the CDF and the PRSP are nationally led initiatives, the United Nations can respond to the request of Governments for its participation in these exercises and in establishing links between those processes and the CCA and UNDAF processes. In several cases, national ownership is being promoted by the use of national strategies to which UNDP and its partner organizations have often contributed, as in the cases of Ghana, Uganda and the United Republic of Tanzania. Often, UNDP and other United Nations organizations encourage wider ownership within government by working with line ministries and executive offices to ensure that the ministry of finance is not the only ministry involved. In one case, UNDP helped to establish a liaison between the Ministry of Finance and the Vice-Presidency. In other cases, participation by a broad array of ministries and other actors was promoted through the following mechanisms facilitated by UNDP: partnership working groups, sector working groups, steering committees and technical committees. In several cases, UNDP helped to establish links between the round-table meetings or Consultative Group meetings and the CDF/PRSP processes. UNDP also played an important role in several countries in involving a broader range of civil society actors in the PRSP process through workshops at the national and local levels.

Recommendations

54. The Council may wish to:

(a) Welcome the collaboration between the United Nations Development Programme and its partner organizations in the United Nations system and the World Bank, particularly at the request of Governments, to enhance linkages between the common country assessment and the United Nations Development Assistance Framework, on the one hand, as well as the Comprehensive Development Framework and poverty-reduction strategy paper, on the other, under the overall coordination of national authorities, so as to build on existing preparatory work and to avoid additional burdens on national authorities;

(b) Encourage UNDP and other members of the country team to make further efforts to make substantive contributions to the CDF and PRSP processes, drawing on the common country assessment and the United Nations Development Assistance Framework experience in particular and on the substantive outputs of the United Nations Development Programme and other United Nations projects, in addition to helping to facilitate and link the respective preparatory processes.

K. Monitoring and evaluation

55. Results-based management (RBM) is one of the important developments in this field. In 2000, UNDP made significant progress in strengthening the methodologies for RBM and making it operational, in managing design of the strategic results frameworks (SRFs) working with the country offices, and preparing the first results-oriented annual report (ROAR). Further, methodologies and tools have been developed for assessing impact at the country level and an evaluative research programme has been developed to promote stronger substantive accountability.

56. UNDP presented the ROAR to the Executive Board at its annual session in June 2000; it was received very positively. The tools for RBM include the SRF, the country office management plan (COMP), the results strategy table (RST) and the ROAR. The

challenges during 2000 and beyond will be to create throughout the organization a results-based and performance and measurement culture in line with the Administrator's Business Plans, 2000-2003 (DP/2000/8). The SRF, ROAR and COMP were further refined in 2000 on the basis of the experience gained from the first round of implementation. The revised tools for RBM were introduced in the country offices in 14 regional workshops in all five regions, with the help of four resource persons from headquarters and the field for each workshop.

57. UNDP has been in the forefront in methodology development and in the design of results-based systems. Progress made by UNDP in RBM methodology has been with the close involvement of the multilateral and bilateral organizations. This very process of close consultation has contributed to reinforcing the importance of RBM in international forums such as the Working Group on Aid Evaluation of the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD/DAC).

58. The move towards joint evaluations and evaluation partnerships has been another major accomplishment. A thematic evaluation on decentralization local governance was conducted in partnership with Germany. The findings and recommendations of the evaluation were discussed at an international seminar in Berlin. A synthesis of lessons learned on the topic, based on further case studies, will be presented to a DAC forum in 2001.

59. Regarding staff accountability for results, the newly introduced UNDP individual performance appraisal is a results-and-competency-based tool. A number of key results are identified at the beginning of the reporting period as being those the staff member will be expected to perform. These will be measured against a set of competencies the organization considers to be paramount in terms of how staff perform.

Problems and lessons learned

60. The implementation of the SRF during 2000 in all country offices as well as feedback from the 14 workshops revealed that: (a) the revised SRF was well received by country offices, for whom a major challenge will be to select some six to ten strategic outcomes from the portfolio of projects and programmes they now carry out; (b) the database being built up as a part of RBM has tremendous potential to reduce ad hoc reporting and related workload; and (c) the results strategy table was widely recognized as a major step towards planning and management of the support budget; it is seen as progress towards budgeting for results as well as towards a new cost-recovery approach.

61. Remaining challenges and issues for 2001 and beyond include: (a) the alignment of programming instruments such as the country cooperation framework (CCF), the programme support document (PSD) and project document with RBM; (b) the alignment of internal and external monitoring, evaluation and assessment processes with RBM, i.e., the need for revising guidelines for audit, monitoring and evaluations; (c) the continued alignment of the staff appraisal systems in the organization with RBM; (d) consideration given to the alignment of the CCF and SRF periods; (e) clear guidance on how to develop and sustain partnership strategies; (f) clear guidance on how to engage with Governments in a dialogue founded on results-based management; and (g) harmonization of RBM efforts among organizations of the United Nations system. The last point is of particular importance to the Council.

Recommendations

62. The Council may wish to:

(a) Welcome the progress made in the design and implementation of results-based management in UNDP, highlighted by the presentation of the first-ever results-oriented annual report to the Executive Board;

(b) Take note of the challenges remaining for UNDP to internalize results-based management and realize its potential for substantially more effective planning and management;

(c) Encourage, especially, the exchange of experiences among the funds and programmes and the wider United Nations system, with a view towards the medium-term harmonization of RBM efforts throughout the system;

(d) Encourage, in particular, the harmonization of all other monitoring and evaluation tools as well as other relevant programming and management tools with results-based management.

II. Follow-up to international conferences

63. The focus of the present section is on the integrated and coordinated follow-up to the United Nations conferences, in line with such Council legislation as resolution 1998/44. During 2000, the focus of UNDP along with its partner organizations in the United Nations system continued to be on country-level coordinated follow-up to the international conferences, through the resident coordinator and the country team. UNDP organized an inter-agency workshop in July 2000 to review the ACC poverty strategy in the light of the outcomes of the five-year review of the World Summit on Social Development.

Problems encountered and lessons learned

64. In addition to the national reports of Governments on the follow-up to individual conferences, the resident coordinator's annual report, prepared in close collaboration with the entire country team, continued in 2000 to be an important source of information on actual inter-agency activities relating to conference follow-up at the country level. The 128 annual reports received covering 1999 gave special emphasis to and provided more information on the integrated and coordinated follow-up to conferences.

65. The review by the United Nations Development Group Office of the 128 resident coordinator reports received for 1999 revealed the following regarding conference follow-up:

(a) A large number of annual reports did address both the integrated and coordinated follow-up to major United Nations conferences;

(b) Others reported only on the follow-up to individual conferences;

(c) Others reported only on operational activities relating to both follow-up to individual conferences and integrated follow-up;

(d) Some country teams that prepared special reports on conference follow-up made strategic plans for future support for conference follow-up;

(e) More such strategic planning is required;

(f) Resident coordinators suggested that the ACC materials needed to be supplemented with operational tools and specific advice in applying them, including methodological frameworks and models for their country-specific application;

(g) A total of some 600 theme groups have been established for the cross-cutting or thematic follow-up to conferences, according to such themes as poverty eradication, gender, HIV/AIDS, food security, and others.

Recommendations

66. The Council may wish to:

(a) Note the progress of the resident coordinator system in assisting Governments in the integrated and coordinated follow-up to global conferences and encourage further work by country-level theme groups to address the three areas highlighted by the Council in its resolution 1998/44: poverty eradication, social development and the 20/20 initiative and the role of civil society in conference follow-up;

(b) Re-emphasize the need to link follow-up to individual conferences, including the five-year reviews, to the integrated follow-up to all conferences, calling for review documents and other preparatory activities fully to reflect linkages with other conferences and call upon Governments, in their leadership of the follow-up to individual conferences, to ensure the cross-cutting dimension and linkages with the other conferences, with the full involvement of all stakeholders, including the bilateral donors, the Bretton Woods institutions and civil society;

(c) Welcome the reporting on conference follow-up by resident coordinators and encourage continued reporting on this subject in their annual reports.

III. Follow-up to special economic, humanitarian and disaster relief assistance: agreed conclusions

67. During 2000, UNDP further defined its strategy for crisis and post-conflict situations, which is presented in depth in the report of the Administrator on the role of UNDP in crisis and post-conflict situations (DP/2001/14), to be considered by the Executive Board at its first regular session of 2001. In the present report, the specific implications of this policy for inter-agency

coordination, which will be of interest to the Council, are highlighted.

68. The commitment of UNDP to eradicating poverty and empowering the poorest and most vulnerable groups shapes its growing development work to break the pernicious cycle of crisis, poverty and risk that is fuelling instability worldwide. While UNDP has been active in such situations for several decades, the environment in which the organization is operating has changed dramatically. Reforms at the United Nations, universal calls for a shift to a global culture of prevention, a new system-wide approach to peace missions and a growing body of experience on the shortcomings of how transition processes are currently handled are some of the primary forces requiring that UNDP update its crisis and post-conflict (CPC) strategy. In all these instances, development cooperation has been identified as a critical link to success. These forces for change represent important opportunities for the organization to play its pivotal role within the United Nations system. Experience also suggests that UNDP CPC programmes would benefit from a greater coherence between CPC and other UNDP interventions and coherence between UNDP and other actors. Programmatic coherence in this field is built around the global UNDP priority of addressing the needs of the poor, especially women and children, by reducing vulnerability and risk through interventions at the community and national levels and through strategic upstream policy advice. The renewed commitment of UNDP to partnerships and its role as manager of the resident coordinator system in particular is the underpinning for enhancing its coherence among other actors in the CPC domain.

69. The role of UNDP in CPC situations is strictly limited to addressing the development dimensions of these situations. The substance of the organization's work in these environments, therefore, with its strong emphasis on local capacity-building and needs-identification and management is not intrinsically different from its work in other circumstances. The way in which the organization operates in these environments, however, must be different; failure to deal with this reality in the past has led to an uneven performance and to perceptions of institutional unpredictability by some key partners. Reforms in corporate systems that relate to staff competencies, deployment, resource management and mobilization and programming procedures are under way to bolster the operational performance of the organization.

70. However, the economic and social development work of UNDP will be sustainable only if strategies for such development address its impact on tensions that could lead to violence and promote measures to counteract such tensions. The Report of the Panel on United Nations Peace Operations to the Secretary-General (the "Brahimi Report") calls for a radical overhaul of the United Nations peace missions and points to the overdue need for an integrated approach to the development and implementation of conflict prevention, peacekeeping and peace-building activities, the latter "in effect, a hybrid of political and development activities targeted at the source of conflict" (Brahimi Report, para. 44). The reforms proposed in the Brahimi Report envision a holistic approach by the United Nations to peace missions that goes well beyond traditional peacekeeping and singles out the untapped potential of UNDP as a partner in this area and identifies UNDP as best placed to take the lead in implementing peace-building activities in cooperation with other United Nations organizations. The report defines peace-building as "activities undertaken on the far side of conflict to reassemble the foundations of peace and provide the tools for building on those foundations something that is more than just the absence of war" (para. 13). It calls for a more systematic addressing of the root causes of conflict and the promotion of equity and sustainable development as a necessary foundation for peace. These activities lie at the core of UNDP development work.

Problems encountered and lessons learned

71. The experience of UNDP in CPC situations has yielded the following broad conclusions: (a) UNDP operations in CPC situations are based on its general programming, which is aimed at sustainable human development, with activities adjusted to meet specific CPC needs and challenges; (b) UNDP operations in CPC situations have been strongly country-driven; (c) UNDP operations have given primacy to capacity-building under local leadership; (d) UNDP has leveraged its trusted partner status to assist governments in dealing with some of the more sensitive aspects of post-conflict recovery such as electoral support, rule of law and national reconciliation processes; (e) UNDP programming has provided a balance to the more visible targeted

operations of the relief community by supporting whole disadvantaged communities rather than target groups such as internally displaced persons or returnees; (f) UNDP has brought continuity to peace-building and recovery processes; (g) UNDP has played its part as a key member and coordinator of the United Nations community; and (h) UNDP has supported regional cooperation where appropriate.

72. The lessons of experience pose two particular challenges, however, which are addressed in document DP/2001/14. First, there is a clear need for improved coherence in these activities. In the broad spread of UNDP development activities there is a need to find a better balance between maintaining a manageable set of strategic entry points and related products and services in CPC situations and responding to the wide range of requests for support. Bringing enhanced coherence to these activities will have many spin-offs: it would allow UNDP to leverage economies of scale, provide a better platform on which to build a corporate identity and contribute to making UNDP a more predictable partner.

73. The issue of predictability is the second key challenge for the future. Effective partnerships with new and existing partners require that UNDP focus on its clear comparative advantages and produce results in those areas consistently and effectively. The reforms to the corporate "tool box" for CPC activities identified in document DP/2001/14 are intended to enhance the predictability of the organization's response.

Recommendations

74. The Council may wish to provide guidance along the following lines:

(a) Take note of the approach and strategy of UNDP to conflict and post-conflict situations, along with the approaches of partner funds and programmes contained in their respective reports to the Council;

(b) Encourage the efforts of the UNDG organizations to ensure, in the follow-up to the present intergovernmental discussions on peace-building, that the high priority of the development dimension is maintained, both in policy and operations.

IV. Recommendations

75. The Executive Board may wish to:

1. *Take note* of the present report;

2. *Decide* to transmit it to the Economic and Social Council, together with the comments and guidance provided by delegations at the present session.

II. Report of the Executive Director of the United Nations Population Fund

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I. Implementation of the reform programme of the Secretary-General and the provisions of the triennial comprehensive policy review

A. Structures and mechanisms

1. The United Nations Population Fund (UNFPA) has cooperated closely with other partners in the United Nations system to make all efforts, under the leadership of the United Nations Development Group (UNDG), to improve existing mechanisms for coordination. These efforts have focused on ensuring participation in instruments and frameworks like the Common Country Assessment (CCA)/United Nations Development Assistance Framework (UNDAF), the Strategic Framework, the sector investment programme (SIP), the sector-wide approach (SWAp), the Comprehensive Development Framework (CDF) and the Poverty Reduction Strategy Paper (PRSP). The plans of action emanating from the various international conferences, recent Special Sessions of the United Nations General Assembly, as well as the United Nations Millennium Declaration and the outcome of consideration of the Report of the Secretary-General's Panel on United Nations Peace Operations serve to provide further guidelines for better coordination and collaboration.

2. UNDG, with the full and active participation of UNFPA, now has a leading role in the development of mechanisms for improving coordination of field-level United Nations operational activities under the leadership of host Governments. This effort has been considerably strengthened by other partners joining the UNDG on sectors of their functional interest and mandate, for example, the United Nations Educational and Scientific and Cultural Organization (UNESCO) on matters related to the United Nations Girls' Education Initiative. Such relationships between specialized agencies and the UNDG are expected to strengthen field coordination and synergy, including in specific thematic areas.

3. UNFPA has participated actively in efforts to restructure the Administrative Committee on Coordination (ACC). A High Level Programme Committee (HLPC) has been set up to provide broad guidance and oversight on coordination and effective programme implementation for the system, within the existing mechanism of the UNDG. These additional responsibilities will optimize the role of the UNDG as a focal point for system-wide issues as can be seen in the UNDG role in the Girls' Education Initiative led by UNICEF and in the Poverty Eradication Initiative led by the United Nations Development Programme (UNDP).

4. The methods of work of the UNDG are regularly revised and redesigned with a view to maximizing efficiency and effectiveness. The UNDG annual work plans are also vehicles of advance planning for meetings and help agency representatives to optimize the use of their time, including those at the highest levels. The system of annual reviews of the work of the UNDG allows for timely assessments of work done and rational analyses of work remaining to be done. This contributes to advancing the results-based management approach that UNFPA and others are operationalizing. The design and implementation of the multi-year funding framework (MYFF) has provided the opportunities to strengthen a results-based approach within the Fund, including strategic planning and management, monitoring, evaluation and accountability. UNFPA has contributed to arrangements for knowledge sharing by active participation in the Programme Knowledge Network, the United Nations Resident Coordinator Network (RCNet) and DevLink, the internet tools that allow UNDG members to learn from experiences and facilitate interactive initiatives and exchanges. DevLink is a new site that went on line in December 2000. It provides substantive support to the United Nations country teams for each of the UNDG priority topics: gender, human rights, girls' education and poverty.

Problems and lessons learned

5. The extent of field-level coordination varies from country to country. In particular, the issue of the sensitivities of the specialized agencies as participants in the resident coordinator system has been raised. While the UNDG has taken initiatives, like promoting the Task Force on the Horn of Africa led by the Food and Agriculture Organization of the United Nations (FAO), more needs to be done to create a sense of ownership among the United Nations system members.

6. The role and work of the UNDG are under constant review. Recognizing the potential drawbacks of introducing multiple mechanisms for facilitating its

work, the UNDG has instituted an annual review of the UNDG working groups and of the detailed annual work plans for each group. In reviewing its work through the ACC, inter alia, possible sunset clauses have been discussed with a view to streamlining and simplifying the work of the UNDG. The UNDG is also being encouraged to service the wider United Nations system to stimulate greater participation and a sense of ownership. The ACC has made special efforts to prevent overload of the field offices by emphasizing the need for establishing a clear value-added factor for notes, declarations and other guidelines provided to field offices.

7. UNFPA attaches great importance to the review and analysis of its field reports, especially on aspects related to the feedback on matters of coordination. The new format designed for annual reporting encourages country offices to report systematically on progress towards results. Review and analysis of resident coordinator reports and UNFPA field reports allows lessons learned and best practices to be distilled for feedback and wider dissemination. This exercise is specifically aimed at strengthening resident coordinator reports, which are utilized, inter alia, as a part of the performance review of resident coordinators and country teams. As part of an internal realignment within UNFPA, for better management for results, the Fund is putting in place institutional mechanisms to optimize effective field coordination and regular interactions between its field representatives. UNFPA is also in the process of establishing a knowledge sharing unit at headquarters to strengthen knowledge networking throughout the organization.

Recommendations

8. The Council may wish to:

(a) *Take note* of the progress of the funds and programmes in the implementation of the triennial comprehensive policy review recommendations;

(b) *Take note* of the positive developments relating to UNDG activities;

(c) *Encourage* closer cooperation between UNDG members and the other members of the United Nations system for better coordination.

B. Funding and resources

9. The Executive Board, through its decision 98/24, called for a pledging event in 2000 with a view to increasing the predictability of regular resources and to work towards increasing burden sharing among donors. In 2000, 16 countries announced multi-year pledges. Several countries also announced that they would increase their contributions to UNFPA. Some increases were substantial. The resource position of UNFPA has registered overall improvement. In 2000, contributions to general resources showed an upward trend of 5.1 per cent over 1999. As of 31 December 2000, 102 Governments made written pledges to UNFPA. The year 2000 also saw strong growth in supplementary contributions from Governments. Though supplementary funds are a valuable source of much-needed resources for development, it should be underscored that regular resources are the bedrock of the Fund's programme operations and are essential for maintaining the universal and multilateral nature of its work.

Recommendations

10. The Council may wish to:

(a) *Encourage* Member States to increase their contributions to the core resources of the funds and programmes;

(b) *Encourage* multi-year commitments for the achievement of better results-based programme performance.

C. Resident coordinator system

11. UNFPA gives high priority to the assessment of the functioning of the United Nations country team and to the need for UNFPA Representatives to work as an integral part of the team. UNFPA continues to be represented on the bodies that have oversight of the resident coordinator system, including the UNDG Sub-group on Resident Coordinator Issues, the Inter-Agency Panel for the Selection of Resident Coordinators, the Inter-Agency Steering Committee on Resident Coordinator Competency Assessment and the UNDG Sub-group on Training.

12. Efforts within the UNDG continue for strengthening the resident coordinator system. At the same time, UNFPA is also continuing its efforts to have

its qualified staff serve as resident coordinators. At present, 32 of the 130 (approximately 25 per cent) occupied resident coordinator posts are held by women. The situation is expected to improve in 2001. Despite the best efforts of all, the number of resident coordinators from outside UNDP remains under 20 per cent of the total.

13. Throughout 2000 the focus of UNFPA efforts in the Sub-group on Resident Coordinator Issues was on improving the management of the pool of resident coordinator candidates and on fine-tuning the competency assessment requirements. The Fund took an active part in formulating the policy for the selection of resident coordinators, including the categorization of the profiles of former resident coordinators, serving resident coordinators, and those deemed to be suitable for selection.

14. Other common issues pertaining to the resident coordinator system included efforts to: better assess the performance of resident coordinators; further professionalize the basis on which new contracts would be given for the selection of a qualified company able to undertake the system-wide competency assessment exercises; and further expand the possibilities for the resident coordinator post to be a genuine career option open to any qualified individual from within the United Nations system. With discussion on these matters still ongoing, the reforms introduced in the resident coordinator system in 1999 took root and the overall process continues to improve. Given that the initial trial period for competency assessment is now at an end, it is timely to look at the adjustments that need to be made. Chief among these is the selection of a company that can most cost-effectively and professionally meet the needs of the funds, agencies and programmes for selecting resident coordinator candidates. In that regard, it would be desirable to select an international company/organization with methodologies and appraisal techniques closely attuned to the needs and mission of the United Nations.

15. Improvements in the appraisal of resident coordinators was among the adjustments thought desirable for the effective functioning of the resident coordinator system in 2000. This subject was examined by each of the resident coordinator groups and in the respective deliberations UNFPA supported institutionalization of "180 degree feedback" appraisals by the United Nations country teams and a new performance appraisal form for the resident coordinator's annual report. It is hoped that in the coming year these initiatives will become regular features in the assessment process.

16. The UNFPA Training Branch was actively involved in the Inter-Agency Working Group on Training. Through its deliberations and training/orientation work, the Branch contributed to developing the agenda for the induction briefing of first-time resident coordinators that was held in November 2000.

Problems and lessons learned

17. With regard to the need to increase the number of women resident coordinators, UNFPA fully supports a more vigorous approach to accomplish that goal. In that connection, mobility possibilities should be expanded and leadership training offered to qualified women candidates.

Recommendations

18. The Council may wish to:

(a) *Reaffirm* the need to broaden the pool of resident coordinators and to improve gender balance among resident coordinators;

(b) *Emphasize* the importance of the annual report and work plan of the resident coordinator;

(c) *Encourage* greater transparency in the process relating to the placement of resident coordinators.

D. Implementation of the Common Country Assessment and the United Nations Development Assistance Framework

19. UNFPA has participated actively in efforts to strengthen the UNDAF/CCA process. The UNDG goal was to have 32 countries with completed or in-progress UNDAFs by the end of 2000 and a total of 43 countries by the end of 2001. It was envisaged that 57 countries would have completed CCAs by the end of 2001, with a further 55 CCAs in progress. A total of 26 CCA/UNDAFs are scheduled for completion by the end of 2001. The CCA and UNDAF Learning Network was established as a system-wide mechanism through

which the CCA and UNDAF processes are reviewed to identify and share lessons and good practices.

20. With the incorporation of the CCA and UNDAF as an integral part of the programming process in UNFPA, the Fund's efforts have focused on reviewing the quality of CCA and UNDAF documents produced thus far and providing feedback to field counterparts as well as to the Learning Network. UNFPA has made a concerted effort to streamline its programming processes to ensure that its country representatives can give the CCA and UNDAF processes the time and resources required to produce quality products. In support of this effort, UNFPA has issued a guidance note to its country offices to ensure that the CCA and UNDAF cover policy and programme areas relevant to the mandate of the Fund so that they provide a sound basis for the development of UNFPA country programmes. UNFPA has also been requested by its Executive Board (decision 2000/12) to establish a working group with its UNDG partners to develop a common country programme approval process and has commenced this effort with UNDP, UNICEF and the World Food programme (WFP). This effort will further strengthen the harmonization of programming processes, including the timely completion of the CCA and UNDAF processes.

21. UNFPA has continued to participate actively in the various committees and subcommittees of the UNDG, including an inter-agency review of delays in the implementation of the CCA and UNDAF and the support requirements for their timely completion.

Problems and lessons learned

22. UNFPA has participated in efforts to review the situation in country offices concerning the difficulties encountered in meeting the original schedule. At a meeting on the issue, UNDP, UNFPA, WFP and UNICEF programme division directors were instructed to prepare an action plan for improving the situation. It was concluded that the demands on the country teams for compliance with individual agency requirements for the development of country programmes left little time for completion of inter-agency and system-wide requirements like CCA/UNDAF. A sense of a lack of ownership of the process and insufficient coordination regarding programme deadlines appear to have contributed to the delays. In some cases, a lack of effective team leadership also contributed to the delays.

23. UNFPA has contributed to the suggestions to improve the process, including the need for progressive action and follow-up by regional directors and for greater support to the UNDG office for intensive monitoring and monthly status reporting through the RCNet. The UNDG Working Group on Harmonization of Programming Approval Processes, led by UNFPA, will propose concrete steps for streamlining processes and for strengthening the integration CCA/UNDAF into the respective programming procedures. Increased use is being made of best practices, including the use of successful CCA/UNDAFs as models for other countries. Also, further reviews are being undertaken to identify the characteristics of a successful CCA/UNDAF process.

Recommendations

24. The Council may wish to:

(a) *Take note* of the progress on implementation of the UNDAF/CCA process;

(b) *Urge* funds and programmes to continue efforts to streamline and simplify their programming processes and to reduce the time needed to carry them out.

E. Harmonization of programmes and procedures

25. UNFPA has participated actively in UNDG efforts to ensure that qualifying programme countries have harmonized programme cycles. By the end of 2000, some 93 countries had harmonized programme cycles; by 2004, 90 per cent of the total number of programme countries will be harmonized. The harmonization will benefit programme operationalization and impact at the country level.

26. UNFPA has participated in UNDG efforts to support harmonization in several ways, including through guidance notes to field staff, for example, the initial UNDG note on "Definitions of Processes and Products for Enhancing UNDG Programme Collaboration" and the subsequent note on "Preparation of Joint Programmes/Projects" issued in July 2000.

27. Efforts are under way to revise the procedures for joint mid-term reviews of country programmes/ UNDAFs, and some are currently being tested in the field by a number of country teams. It is expected that

the revised procedures will be circulated in early 2001. The harmonization of programme cycles and the use of joint mid-term reviews is expected to reduce the demand and burden on programme countries.

28. Within the UNDG, UNFPA has contributed to the focused effort to review, simplify and harmonize administrative procedures for national project personnel (NPP) hired by the different United Nations agencies. An ad hoc UNDG group is reviewing the current practices and procedures of selected United Nations country teams, including, for example, salary scales, daily subsistence allowance (DSA) rates, contractual and recruitment modalities, insurance coverage and performance assessment methods. Concerted efforts are being made to finalize the guidance notes and to disseminate them as early as possible to all United Nations country teams.

Problems and lessons learned

29. Although considerable harmonization has been achieved, much remains to be done to ease the burden on country offices and national counterparts. Delays in the CCA/UNDAF roll-out have constituted missed opportunities for developing more coordinated programmes. UNFPA continues efforts to explore ways by which existing procedures and practices can be further simplified, while maintaining appropriate levels of accountability and quality. Areas of focus include simplification of documentation, streamlining of reporting requirements, and the coordination of in-country programming processes such as mid-term reviews, country programme preparation and programme implementation.

Recommendations

30. The Council may wish to:

(a) *Take note* of the improved degree of harmonization achieved by UNDG members;

(b) *Encourage* continued efforts to simplify and harmonize administrative and programming procedures and to carry out joint mid-term reviews;

(c) *Request* UNDG organizations to intensify efforts to continue monitoring the harmonization of country programmes;

(d) *Urge* UNDG organizations to work towards greater consistency in all aspects of the programme cycle.

F. Gender mainstreaming and gender balance

31. UNFPA has cooperated fully in the implementation of the system-wide medium-term plan for the advancement of women, 1996-2000. UNFPA continues to focus on the ICPD mandate of advancing gender equality and equity, the empowerment of women, the elimination of all types of violence against women, and ensuring women's ability to control their fertility. With the MYFF, UNFPA has now specifically identified gender equality and women's empowerment as an organizational goal, while continuing to mainstream gender throughout its programme. The MYFF provides an important tool for monitoring results in this area. Specific activities have included the following:

(a) Following up on the implementation and utilization of UNFPA guidelines on support for mainstreaming gender issues in population and development programmes to ensure that gender perspectives have been appropriately reflected in all three core programme areas, namely, reproductive health, including family planning and sexual health; population and development strategies; and advocacy;

(b) Revising the programme activities classification system to better track and reflect the Fund's allocation of resources for gender concerns in the Fund's three core programme areas;

(c) Strengthening efforts at the country level to build national capacities on gender issues through its Country Technical Services Teams (CSTs), including finalizing a comprehensive training manual on gender, population and development to facilitate such national capacity-building;

(d) Conducting studies on such issues as eradication of female genital mutilation (FGM); violence against women girls and children, and the socialization of boys; strategies for greater involvement of men in reproductive and sexual health matters; and the impact of HIV/AIDS on women.

32. Responding to the need to address a key emerging issue, UNFPA has developed a manual on gender-based violence for health providers. The manual will help bridge an existing gap in the provision of reproductive health services.

33. At the inter-agency level, UNFPA has actively participated in and contributed to the Inter-agency Committee on Women and Gender Equality (IACWGE) Task Force on Mainstreaming Gender Equality into the Budget Process within the United Nations system. UNFPA served as the task manager on IACWGE for processing and analysing data in order to review the gender focal point function in the United Nations system. The initial findings of this study served as an input to the Beijing +5 process.

34. UNFPA participated in and contributed to the preparations and processes leading to the General Assembly Special Session on Beijing+5. UNFPA prepared the operational tool for use by countries for reporting on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The Fund organized a round table meeting on human rights treaty bodies and human rights approaches to women's health, with a focus on sexual and reproductive health and rights.

35. UNFPA is a member of all inter-agency working groups. A proposal was prepared on specific steps to be taken to implement the Security Council resolution on women as peace builders and victims of armed conflict. The Fund has provided inputs to the IACWGE Sub-group on Best Practices, including organizing a panel discussion on the topic as part of the Beijing+5 activities and publishing a document on best practices in gender mainstreaming within the framework of population and development.

36. UNFPA chairs the UNDG working group that is reviewing the use of the CCA indicators framework in some 30 countries and is assessing, inter alia, how and to what extent gender has been mainstreamed in the use of indicators at the country level.

37. UNFPA provided support to the International Women's Health Coalition, a non-governmental organization (NGO), which carried out several advocacy activities, including the mobilization of other NGOs and women's groups for inputs to the Beijing+5 process.

38. As regards gender balance within UNFPA, the Fund has always emphasized the recruitment of qualified women for professional positions. As a result of this commitment and the Fund's concerted efforts, currently 50 per cent of all professional staff at UNFPA are women. This includes five women in D2 level posts out of a total number of eight Fund-wide D2 posts. UNFPA has developed programme guidelines with a strong emphasis on the incorporation of gender concerns into all activities. The guidelines clearly identify goals, tasks and accountability for gender mainstreaming at all levels. They are based on the premise that operationalization of the principles of gender equality and equity and the empowerment of women is essential for securing and guaranteeing both women's and men's reproductive and sexual health rights.

Problems and lessons learned

39. Given the nature of its mandate and the focus of its programmes, UNFPA is fully aware of the importance of ensuring gender balance among UNFPA Representatives in the field. The Fund will therefore continue to make efforts to recruit qualified women to serve as its country representatives.

Recommendations

40. The Council may wish to:

(a) *Take note* of UNFPA achievements in the area of gender mainstreaming;

(b) *Call* for further efforts to accelerate progress in this area, drawing on experiences gained and lessons learned after ICPD+5.

G. Capacity-building

41. UNFPA contributed to the preparation of the ACC guidance note on capacity-building approved in April 2000. This has been circulated to all country representatives. It provides an agreed set of guidance elements from the United Nations, designed to highlight the importance of capacity-building in the operational activities of the United Nations system.

Problems and lessons learned

42. UNFPA has consistently focused on capacity-building at the country level. Work in this area is complex, and UNFPA has made every effort, especially during the ICPD+5 review process, to distil lessons learned and share them with other partners in the system. The UNFPA CSTs have played a key role in strengthening capacity building at the country level. The Fund continues to work with a broad range of partners utilizing various collaborative arrangements,

including participatory techniques for capacity assessment, monitoring and evaluation.

43. UNFPA supports its field staff in capacity-building activities through, inter alia, appropriate guidance and training. The Fund has consistently supported increasing inter-agency and thematic evaluations and assessments in this area.

Recommendations

44. The Council may wish to:

(a) *Encourage* the sharing of capacity-building case studies and evaluations;

(b) *Encourage* sharing of capacity-building frameworks and methodologies;

(c) *Urge* further efforts for continued inter-agency thematic evaluations in this area.

H. Common premises and services

45. To date, a total of 37 United Nations Houses have been inaugurated or designated by the Secretary-General. The UNDG Sub-group on Common Premises and Services regularly reviews proposals from country teams and has provided advice and guidance to them in their efforts to establish common premises/United Nations Houses. In this regard, the Sub-group reviewed 51 proposals in 1998 and 58 in 1999. The Sub-group undertook 13 field missions in 1999.

46. For the year 2000, the Executive Boards of the four UNDG Executive Committee member organizations set a target of establishing five United Nations Houses. To achieve this target of five new United Nations Houses in 2000 and an additional five in 2001, the Sub-group has worked closely with the country teams to identify potential opportunities for establishing United Nations Houses and to submit proposals to the Sub-group for review. During 2000, the pace of proposals being submitted to the Sub-group has slowed somewhat, primarily because the relatively easy opportunities for establishing United Nations Houses have already been examined and United Nations Houses designated in those locations where the criteria have been met during the course of 1998-1999. Recognizing this, the Sub-group has made a special effort to identify opportunities for the establishment of United Nations Houses. In June 2000, the Sub-group identified 43 countries which might have the potential for the establishment of United Nations Houses. A limited number of replies were received in response to requests to resident coordinators for the possible establishment of United Nations Houses and new proposals have been included in the pipeline.

47. The year 2000 witnessed further improvements in developing standardized documents and general guidelines to assist country teams in implementing the United Nations House Programme. It is expected that these guidelines and standardized documents will assist country teams in the process of negotiation and consensus building amongst the UNDG partners at the field level. The Sub-group intends to further refine these guidelines and the standardized documents to assist country teams in identifying opportunities to establish United Nations Houses and common services.

48. During 2000, the Sub-group reviewed a total of 32 proposals[1] and undertook missions to 6 countries. It is expected that by the end of 2000, there will be seven new United Nations Houses designated by the Secretary-General, thus exceeding the year's target of five United Nations Houses. The details are as follows:

United Nations Houses Year 2000	*Status*
• Gambia	Designated/Inaugurated on 28 April 2000
• Bahrain	Submitted to the Secretary-General for designation
• Ecuador	Meets the criteria of United Nations House, being submitted to the Secretary-General's office for designation
• Botswana	Ditto
• Namibia	Ditto
• Slovakia	Ditto
• Trinidad and Tobago	Ditto

49. Based on the ACC Guidelines on the Administrative Management of the Resident Coordinator covering Common Premises and Services,

[1] Angola, Barbados, Botswana, Chad, Colombia, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, Ghana, Guatemala, Guinea-Bissau, Islamic Republic of Iran, Jamaica, Kuwait, Kyrgyzstan, Madagascar, Mongolia, Mozambique, Niger, Nigeria, Papua New Guinea, Panama, Romania, Russian Federation, Saudi Arabia, Senegal, Suriname, Gambia, Trinidad and Tobago, Venezuela, Viet Nam and Yemen.

and through the Management Group on Services and Premises, the UNDG Sub-group has been developing tools and guidance on the implementation of common services. The Sub-group has been examining ways of working with country offices and encouraging country teams to subscribe to the principle of sharing services as a matter of policy, especially in those instances where there is a demonstrated cost advantage for the United Nations system. As a first step, during 1999, comprehensive information on the current status of common services in country offices has been collected through an in-depth survey. These data have been used to establish a common services database providing comprehensive and analytical information on various aspects of common services. A consolidated lease management system has been established through the use of Aperture software. This was developed during 1997 and 1998 and was completed in 1999. A common database allows the sharing of information among the four UNDG Executive Committee member organizations, facilitating the management of country office premises.

50. As regards activities and achievements in 2000, as a follow-up to the survey on common services, a workshop on common services was organized by the UNDG in March 2000. Like the common services survey, the workshop was funded by the United Kingdom's Department for International Development (DFID). Twenty-seven senior operations managers from the four UNDG Executive Committee member organizations participated in the workshop. The main purposes of this workshop were to review the results of the survey; to evaluate experience to date; and to develop draft operational guidelines for the establishment and enhancement of effective and efficient common services operations at the country level.

51. On the basis of information and best practices provided by operations managers from the United Nations system, draft operational guidelines were produced in April 2000 and approved by the Management Group in May 2000. These draft guidelines were the result of a multi-level consultation process with country teams and agency headquarters. They were refined and disseminated to country teams for comments in June 2000. In September 2000, the operational guidelines were presented to and endorsed by the Consultative Committee on Programme and Operational Questions (CCPOQ) Working Group and were approved by the CCPOQ at its September session. The guidelines will be incorporated in the ACC Guidelines on Administrative Management.

52. To maintain the momentum on common services, steps are currently being taken to facilitate the implementation of common services at the country level. Efforts are underway to secure funding for a follow-up phase with the objective of both field-testing the guidelines and implementing common services in eight pilot countries. A concept paper was submitted to DFID and a positive response has been received. If funding is secured, implementation would begin in early 2001.

53. Updating and further enhancement of the Aperture system was undertaken during 2000. In addition, the production of analytical management reports has been an ongoing effort during the course of 2000. Currently, the Aperture team is focusing on:

- Fine-tuning the maintenance procedures to improve the process of users' data entry;
- Ensuring that data are regularly updated by users in order to strengthen the accuracy of the management reports;
- Enhancing the database to extend its capability to include not only leases but also space plans and layouts for possible use by country offices;
- Improving the quality of reporting by refining the information fields of the database.

Problems and lessons learned

54. The conclusions on common premises and services as presented to the governing bodies of the UNDG Executive Committee member organizations in early 1999 in the "Progress Report on the United Nations House Programme" (document DP/1999/CRP.5) remain valid.

Recommendations

55. The Council may wish to:

(a) *Take note* of the approach of UNDG partners to common premises and services;

(b) *Urge* greater efforts towards shared management, transparency, accountability and cost-effectiveness and *encourage* further progress in these areas.

I. Cooperation with the World Bank

56. The Fund works closely with the World Bank on a number of global and country activities. Examples of UNFPA/World Bank global collaboration include the Safe Motherhood Initiative, which aims to mobilize support to help countries achieve the ICPD goal of reducing maternal mortality by one half of the 1990 levels by the year 2000 and a further one half by 2015; health sector reform, especially in relation to strategies for participation in SWAps that will help ensure that prominence is given to population, reproductive health and gender concerns; and, with the World Bank Institute, training programmes on population and reproductive health for agency staff and nationals from partner countries.

57. At the country level, UNFPA collaborates with the World Bank on many initiatives, including the procurement of contraceptive supplies, training of personnel and the supply of equipment. UNFPA and the World Bank collaborate in providing technical assistance for carrying out population censuses and surveys, and jointly promote the analysis and use of the results in national policies, plans and programmes.

58. In June 2000, UNFPA held a major consultation with the World Bank to explore areas of enhanced cooperation at the country level in sub-Saharan Africa. One outcome of the consultation was a letter of intent to proceed with pilot testing of expanded collaboration on population and development, reproductive health and gender issues in selected African countries.

Problems and lessons learned

59. UNFPA has made every effort to establish a regular information flow and exchange of best practices in the context of its enhanced relationship with the World Bank. UNFPA is aware that the need for greater review of experiences and lessons learned has become more pronounced, and is working on better ways to optimizing such exchange.

Recommendations

60. The Council may wish to:

(a) *Take note* of the efforts of UNDG member organizations to strengthen collaboration with the World Bank;

(b) *Urge* greater efforts to ensure compatibility between the programming frameworks of the World Bank and the United Nations system.

J. Monitoring and evaluation

61. In 2000, UNFPA contributed to several inter-agency efforts to coordinate and improve monitoring and evaluation activities and also undertook a number of initiatives to strengthen its own capacity in monitoring and evaluation, with an emphasis on a results-based management approach. The operationalization of the logical framework approach (logframe) is strengthening the Fund's monitoring and evaluation at the country level.

62. All headquarters staff have been oriented in results-based management, including monitoring and evaluation techniques. A critical review of UNFPA programming guidelines was undertaken to identify ways to strengthen the monitoring and evaluation aspects therein. Apart from pinpointing those sections of the guidelines where monitoring and evaluation considerations should be inserted or elaborated, the review underscored the need to emphasize the importance of harnessing lessons from past programme achievements and processes. In addition, the need for practical tools and guidance to facilitate results-based programme management, monitoring and evaluation was highlighted. These findings and other feedback are key inputs to the revision of the guidelines.

63. A technical workshop was held in which members of the UNFPA evaluation network, CST advisers and headquarters technical staff assessed experiences with the application of the logframe approach in UNFPA programmes and reached a consensus on its correct application to define and measure results. Workshop participants also reached agreement on the priority components of the monitoring and evaluation toolkit to be prepared by the Fund's Office of Oversight and Evaluation and other evaluation network members. Since then, a concerted effort has been made to develop those tools and most of them will be disseminated in early 2001.

64. Two training events with a specific focus on programme and country-office management were conducted, one in Africa and the other in Asia. These training workshops, each of which was attended by around 30 programme staff from UNFPA country

offices, provided training on both the substantive and the organizational aspects of monitoring and evaluation. The opportunity was also taken to alert staff to the findings and lessons learned from external and internal audits and other oversight activities, with a view to improving internal control and accountability.

65. With regard to inter-agency collaboration, UNFPA assumed leadership in a task group within the UNDG Sub-group on Harmonization that prepared a set of procedures for conducting joint mid-term reviews at the country level. These guidelines, which aim to provide a framework for such joint undertakings within the United Nations country team, are being field tested in a few pilot countries identified by the UNDG. Together with other United Nations partner organizations, UNFPA is participating in a peer review of the evaluation function within UNICEF. The Fund will also participate in an effort initiated by the United Nations Capital Development Fund (UNCDF) to promote knowledge sharing in evaluation.

Problems and lessons learned

66. The logframe approach can and should be promoted as a key programme monitoring and evaluation tool. It is also a valuable instrument for implementing results-based management.

67. The emphasis on accountability may be perceived as requiring an inordinate volume of reporting. It is therefore important to focus reporting requirements on the key elements that would meet accountability and quality assurance needs.

68. It should be noted that SWAps and joint programming can present challenges to results measurement and attribution.

69. The value of participatory approaches to evaluation should be underscored. Such approaches can promote ownership of evaluation findings by partners and facilitate follow-up to recommendations.

Recommendations

70. The Council may wish to:

(a) *Take note* of UNFPA efforts to strengthen its capacity in monitoring and evaluation;

(b) *Emphasize* the need for United Nations country teams to coordinate and streamline reporting on results;

(c) *Urge* United Nations organizations to collaborate on staff training, including training of national counterparts and other Government staff, in matters related to results-based monitoring and evaluation.

K. Indicators

71. UNFPA has always recognized that measuring results and achievements is one of the most important factors for assessing the value of programmes to the programme countries. UNFPA is the chair of the UNDG ad hoc inter-agency group that is reviewing the use of CCAs at country level, including an assessment of the use of indicators in the CCAs. The first phase of this work included a request for information from United Nations country offices on the current status of their CCA and on the processes used to develop the indicators framework. UNFPA is assisting in the preparation of documentation requested for a joint session of the Executive Boards of UNDG member organization for assessing progress in this area. Further action will depend on the guidance provided by the Member States.

II. Follow-up to international conferences

72. UNFPA attaches great importance to the follow-up to international conferences, summits and the Special Sessions of the United Nations General Assembly. The Fund is deeply committed to the advancement of the agendas of the major United Nations conferences of the 1990s and collaborates with agencies and organizations within the United Nations system to advocate for and support the implementation of the respective programmes, platforms and plans for action adopted at these conferences. UNFPA has also contributed to and participated in the five-year conference reviews, advocating in particular for the integration of population, reproductive health and gender issues in development programmes.

73. UNFPA is the lead agency for implementing the ICPD Programme of Action. In addition to focusing on the ICPD mandate, UNFPA has supported follow-up to the other major United Nations conferences, particularly in areas related to its own mandate, including reproductive health; gender equality and

women's empowerment; infant, child and maternal mortality reduction; HIV/AIDS prevention; poverty eradication; strengthening partnerships with civil society; and mobilizing resources for population and development programmes.

74. UNFPA plays a major role in advocating for and assisting countries in achieving the ICPD goals and the key actions agreed at the ICPD+5 review held in 1999. Through its country and intercountry programmes, UNFPA assists countries in implementing and monitoring progress towards conference goals in such areas as basic education for all, especially girls; primary health care, including reproductive health; basic social services for all; emergency assistance; food security; environmental protection; human rights; human settlements; and poverty eradication.

75. As Chair of the ACC Task Force on Basic Social Services for All (BSSA), UNFPA collaborates with other United Nations agencies and organizations to strengthen the system's follow-up mechanisms for delivering coordinated assistance at country and regional levels. As part of the BSSA Task Force, UNFPA maintains close contacts with other United Nations initiatives, taking into account the commitments and recommendations of the respective programmes, platforms and plans of action of the ICPD, the World Social Summit, the Fourth World Conference on Women, the World Summit for Children, the Education for All Conference, the United Nations Conference on Environment and Development (UNCED), the World Conference on Human Rights, the Second United Nations Conference on Human Settlements and the World Food Summit.

76. The ACC Task Force provides coordinated support to the resident coordinator system and the United Nations country teams to enable them to better assist countries in developing country-specific policies, plans and programmes to attain conference goals. In October 2000, the Task Force completed new and/or revised Guidelines for the United Nations Resident Coordinator System in the following areas: adolescent sexual and reproductive health; basic education with special attention to gender disparities; maternal mortality reduction; reproductive health; and HIV/AIDS. UNFPA is actively involved in the reform initiatives of the Secretary-General, and through the UNDG actively contributed to the preparation of the action strategies on halving extreme poverty and girls' education. UNFPA also chairs the UNDG working group on the use of CCA indicators framework for monitoring progress towards global conference goals.

77. UNFPA provided key inputs to the Beijing+5 review process. At the preparatory meetings, the Fund played an active role in ensuring the inclusion of ICPD+5 agreements in the final report. UNFPA also provided financial support for the Women's Indicators and Statistics Database (Wistat) developed by the United Nations Statistics Division, and for the publication of The World's Women 2000: Trends and Statistics, a document prepared in conjunction with the Beijing+5 review.

78. UNFPA is also working collaboratively with key United Nations agencies and other relevant partners in the follow-up to UNCED through the Task Manager system, including global initiatives in the areas of basic social services, ageing, gender, youth, health, human rights, education, HIV/AIDS, food security and sustainable development to highlight the linkages between population and reproductive health, a higher quality of life, poverty reduction and the provision of an enabling environment. In particular, special arrangements and new resources are being sought in collaboration with the United Nations Environment Programme (UNEP) for a global initiative on population and environment linkages with special emphasis on gender concerns. In the context of UNCED+10, the challenge is to launch initiatives that deal more effectively with the complex linkages between population, poverty and the environment.

79. UNFPA continues to seek new ways to improve coordination and collaboration through such system-wide exercises as the CCA and UNDAF, as well as the CDF, while highlighting the interlinkages of UNCED and ICPD+5 areas of concern. UNFPA is also continuing its close collaboration with the Population and Statistics Divisions of the Department of Economic and Social Affairs of the United Nations Secretariat. This included co-organizing the ICPD+5 review with the Population Division. The Fund continues its collaboration with the Population Division and other concerned agencies on international migration. The Fund's collaboration with the Statistics Division seeks to promote country-level capacity building in the area of data collection and analysis and the strengthening of national statistical systems, especially in relation to population censuses and surveys. UNFPA has underscored the important need for reliable data and

indicators for monitoring progress towards achieving conference goals.

80. Within the Fund's policy framework, prevention of sexually transmitted infections (STIs) including HIV/AIDS, continues to be an integral component of reproductive health. At country level, UNFPA works closely with United Nations partners, international agencies and national counterparts and NGOs to provide support for STI/HIV/AIDS prevention. HIV infection prevention forms a significant part of UNFPA support in most country programmes. The level of support has increased over the years. For example, in 1999, HIV/AIDS prevention interventions were supported in 138 countries (compared to 131 countries in 1998 and 41 countries in 1991). The interventions include prevention activities focusing on young people in 133 countries and information, education and communication (IEC) projects/activities in 131 countries. In 132 countries UNFPA supported training and awareness-building interventions aimed at reproductive health service providers, health personnel and counsellors, teachers, women leaders and community leaders, including parliamentarians. The Fund also provides support for the provision of male and female condoms.

81. UNFPA is committed to protecting one of the most vulnerable segments of the population — youth and adolescents. Advocacy and IEC activities aimed at behaviour change amongst young men and women will continue to be an essential part of the Fund's work in HIV/AIDS prevention. Adolescents, whether in or out of school, need to be given the knowledge and life skills to make responsible decisions and positive choices in life. UNFPA is contributing towards this end through its support for: developing education curricula, including information and modules on reproductive health and HIV/AIDS, gender issues, sexuality and family life; improving access to information, counselling and clinical services; and promoting greater participation of youth in advocacy efforts.

82. As one of the seven cosponsors of UNAIDS, UNFPA has a close and collaborative relationship with UNAIDS. UNFPA participates actively in the UNAIDS theme groups at the country level and has chaired these groups in a number of countries.

Problems and lessons learned

83. Coordination of the follow-up to conferences and summits has increasingly favoured thematic approaches. One of the overarching goals has been poverty eradication. This has served to create a very wide set of goals and targets, calling for extra efforts to create guidelines for specific areas of action and effective programme implementation at the country level. National leadership is vital for conference follow-up and UNFPA is making every effort to ensure that follow-up activities are undertaken with the participation of all relevant stakeholders, particularly Governments.

84. In all these efforts, the sharing of lessons learned among the UNDG partners is essential. UNFPA is committed to the development of a consistent set of indicators within the context of the CCA process and better knowledge sharing through improved reporting. These steps are expected to support a more meaningful assessment of progress in achieving conference goals.

85. UNFPA is aware of the need for political support and adequate financial resources for the follow-up to conferences, and is focusing its efforts on these objectives.

Recommendations

86. The Council may wish to:

(a) *Note* the progress made by UNDG partners in the integrated follow-up to United Nations conferences and summits;

(b) *Urge* all members of the resident coordinator system to play their full role in the follow-up to conferences, including reflecting the progress achieved in their annual reports;

(c) *Re-emphasize* the importance of monitoring the achievements of all conference goals;

(d) *Call upon* Member States to make available adequate resources for the full implementation of United Nations conferences and summits.

III. Humanitarian and disaster relief assistance

87. UNFPA has continued its work in the area of emergencies, keeping in view the fact that the Council

was unable to agree on a concluding document at its last substantive session. The Fund provides support for reproductive health in emergency and crisis situations on the basis that the reproductive health needs of all people must be met and that people in conflict/emergency situations, like those in normal/peace situations, have the right to reproductive health. UNFPA therefore seeks to ensure that all individuals, regardless of their status, condition or geographic location, have access to reproductive health services.

88. Since 1994, the Fund has been very active, within the scope of its mandate and limited resources, in focusing international attention on issues of reproductive health and rights in emergency and crisis situations. Currently, UNFPA has a sizeable portfolio of projects in operation in this area. The Fund also has a wealth of experience in data collection, analysis and use that can be made available in emergency situations. In many cases, UNFPA has been able to provide the necessary demographic data for the development of humanitarian needs assessments as well as for sectoral planning for rehabilitation. UNFPA is now active in needs assessments led by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and in supporting relief-intervention monitoring systems through the establishment of basic indicators and implementation of sentinel surveillance systems. These database development activities, which are a standard part of UNFPA-supported programmes, are increasingly in demand in emergency and crisis situations.

89. UNFPA also addresses violence against women and seeks to ensure that reproductive health is part of health-sector rehabilitation. More recently, UNFPA has started a number of activities aiming at the provision of reproductive health services for internally displaced persons (IDPs).

90. UNFPA fully supports all activities initiated by the Secretary-General to protect all United Nations staff members and humanitarian assistance personnel in emergency and other areas of United Nations work. In 2000, UNFPA became a full member of the Inter-Agency Standing Committee on Humanitarian Affairs (IASC). As a result, UNFPA is participating more fully in all humanitarian-related meetings, forums and donor consultations.

Problems and lessons learned

91. Despite the achievements of UNFPA activities in emergency and crisis situations, the Fund's impact in this area is constrained by the limited success in mobilizing funds for projects included in the consolidated appeals. Greater attention needs to be focused on making development assistance applicable to humanitarian emergencies and crisis situations, including addressing certain specific issues such as gender concerns and reproductive health, including family planning and sexual health.

Recommendations

92. The Council may wish to:

(a) *Reaffirm* the need for special protection measures for all vulnerable people in conflict situations, especially women and girls;

(b) *Call* for all possible measures to protect United Nations staff and respect the privileges and immunities granted under international law;

(c) *Urge* measures for timely responses to provide immediate support for reproductive health and data needs in emergency and crisis situations, and encourage the efforts made by UNFPA in this area;

(d) *Take note* of UNFPA membership in the IASC;

(e) *Encourage* UNFPA efforts to provide reproductive health services to IDPs.

IV. Recommendations

93. The Executive Board may wish to:

1. *Take note* of the present report;

2. *Decide* to transmit it to the Economic and Social Council, together with the comments and guidance provided by delegations at the present session.

III. Extract from the report of the Executive Board of the United Nations Development Programme and the United Nations Population Fund on its first regular session, held from 29 January to 6 February 2001

UNDP report

1. The Associate Administrator introduced the report of the Administrator to the Economic and Social Council (DP/2001/6), noting that UNDP, UNFPA, and the United Nations Children's Fund (UNICEF) had agreed on a common format and approach for their respective reports to the Council. The report was an important contribution to the triennial comprehensive policy review of operational activities to be undertaken by the General Assembly later in the year. It was clear that UNDP had made considerable headway towards meeting the directives of Assembly legislation such as those contained in resolution 53/192. With other members of the United Nations Development Group (UNDG) and in turn the broader United Nations system, UNDP was assisting the Department of Economic and Social Affairs in the assessment of progress achieved in response to resolution 53/192. Coordinated inputs would be provided to the Council at its substantive session 2001.

2. The report highlighted progress made in the reform of the Administrative Committee on Coordination (ACC) and its subsidiary bodies and the streamlining of UNDG through the introduction of "sunset clauses" for its working groups. The area of funding and resources was examined in light of the introduction of the multi-year funding framework and results-oriented annual report, as well as the UNDP Ministerial Meeting, held in September 2000. Significant progress was noted in the areas of the resident coordinator system, and with regard to the implementation of the common country assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). In that regard, partnership with the Bretton Woods institutions at the country level was a high priority, in particular through collaboration with the World Bank in the context of the Comprehensive Development Framework, the poverty-reduction strategy papers (PRSPs), and the CCA/UNDAF, and the interrelationships between those instruments.

3. Other areas addressed in the report included the harmonization of programming periods and procedures, gender-mainstreaming, gender balance, capacity-building, common premises and services, monitoring and evaluation, follow-up to international conferences, and the follow-up to special economic, humanitarian and disaster-relief assistance.

Comments by delegations

4. Several delegations praised the common format presented by UNDP, UNFPA and UNICEF in their reports to the ECOSOC, as well as the fact that the reports were presented at the first regular sessions of the respective Executive Boards. The reports were seen as useful contributions to the discussion that would take place at the Council's substantive session for 2001 and to the triennial comprehensive policy review process.

5. The strong focus on implementation of the reform programme of the Secretary-General was welcomed. The High-Level Programme Committee (HLPC) was considered a good initiative. One delegation asked for clarification regarding the different language used in documents DP/2001/6 and DP/FPA/2001/1 regarding the "sunset clauses" of the UNDG working groups.

6. One delegation noted that the reference in paragraph 10 (c) to a continued decline in core funding in "other funds and programmes" was not accurate. Another delegation underlined its support for paragraph 10 (d) in which it was suggested that the ECOSOC make recommendations on the future of the United Nations pledging conference, taking into account the experience gained at the second funding meeting at the second regular session 2000 of the Executive Board, as well as the experience of other funds and programmes.

7. Several delegations noted that, while 93 programme countries had harmonized their programming cycles, completely different country programmes or country cooperation frameworks had been submitted to the respective Executive Boards of the funds and programmes at their first regular sessions 2001. Moreover, in spite of harmonized programming cycles, there had been little evidence of collaborative

programming at the country level and no evidence of joint programming. In that regard, speakers requested further information on the progress achieved by the UNDG Working Group on Harmonization and Simplification of Programming Processes and Approval at the annual session 2001, when the Executive Board would receive a progress report on follow-up to decision 2000/12. There was also a need to continue to streamline programming, administrative and financial guidelines. The need for greater harmonization of programming periods and procedures with budgetary processes and national planning cycles was underlined.

8. Further efforts to streamline programming instruments as progress was achieved in introducing CCAs and UNDAFs was encouraged, in particular in order to relieve the burden of already overstretched national capacities. In addition, there should be clear references to the CCA and UNDAF in UNDP country cooperation frameworks and UNFPA country programmes and how they related to one another in terms of goals, objectives and partnerships agreed upon by the country team and the Government. A clear linkage between UNDAF goals and international development goals was sought. Some speakers underlined the leadership role of national governments in programming at the country level and in the follow-up to international conferences.

9. Several delegations reaffirmed their support for closer collaboration at the country level between the United Nations system and the Bretton Woods institutions. The importance of the overall coordination role of national authorities was emphasized. One delegation cited its Government's intention to monitor and report on the results of field-level collaboration between the United Nations system and the Bretton Woods institutions. Speakers also called for greater linkage between the CCA/UNDAF, the CDF and the PRSPs, where applicable.

10. Speakers called for further progress in mainstreaming gender considerations in operational activities for development. One delegation suggested building on the experience of the United Nations Development Fund for Women.

11. Many delegations cited the lack of progress in addressing gender balance in the senior ranks of UNDP and in particular among resident coordinators. One delegation requested further information on how UNDP intended to reach the targets that had been set for achieving gender balance.

12. One delegation requested that the wording in paragraph 74 (a) be amended to read: "Take note of document DP/2001/4 on the role of UNDP in crisis and post-conflict situations, as well as the comments made by members of the Executive Board, along with the approaches of partner funds and programmes contained in their respective reports to the Council."

13. The representative of the United Nations Educational, Scientific and Cultural Organization underlined the need to strengthen the CCA and UNDAF processes. She also cited the important role of UNDP as the coordinator of the United Nations system and the vital importance of the United Nations system support for policy and programme development and support for technical services. The issue of gender balance among resident coordinators was a sensitive issue, in particular because many organizations did not have or were unwilling to release women at the senior level.

Response of the Administration

14. The Associate Administrator, in response to the comments made, noted that there was no discrepancy between UNDP and UNFPA with regard to views on the "sunset clauses" of the UNDG sub-groups. With regard to gender balance, he explained that the appointment of resident coordinators was carried out through an inter-agency mechanism, and that all sponsoring organizations were encouraged to place women in the pool of resident coordinator candidates. He noted that 48 per cent of candidates for the most recent assessment programme for resident coordinator competencies were women. However, those candidates needed to pass the assessment and also be available to serve. He confirmed that there would continue to be greater dialogue with the World Bank at the country level. He also confirmed that the future country cooperation frameworks would include the inputs of CCA and UNDAF processes where applicable. He underlined that 22 UNDAFs had been approved, with 17 in progress. While there had been some delays due to individual country situations, UNDP was committed to moving forcefully. He informed the Executive Board that there were UNDG guidelines for joint programming, especially for those who had approved the UNDAF.

15. The Executive Board took note of the UNDP report to the Economic and Social Council (DP/2001/6) and the comments made thereon and decided to transmit them to the Council.

UNFPA report

16. In his introduction of the report of the Executive Director to the Economic and Social Council (DP/FPA/2001/1), the Director of the Strategic Planning and Coordination Division emphasized that the report was presented in a format jointly agreed by UNDP, UNFPA and the United Nations Children's Fund (UNICEF) and focused on the implementation of United Nations reforms, the forthcoming triennial policy review of the Council, the follow-up to international conferences and on humanitarian and disaster relief assistance. In particular, the triennial policy review would focus on the common country assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). The Director stated that these two mechanisms, if carried out well, would provide critical opportunities to strengthen the national capacity of programme countries in a coordinated and complementary manner.

Comments by delegations

17. In commenting on the report, several delegations said that they had found it to be both useful and informative. One delegation questioned a seeming discrepancy between the report of UNFPA and that of UNDP on the effectiveness of "sunset clauses" concerning the working groups of the United Nations Development Group (UNDG). The same delegation also noted that the goal of developing 32 UNDAFs by 2000 had not been achieved. Several delegations noted the importance of mainstreaming gender into the CCAs and UNDAFs and of increasing the number of women who served as resident coordinators. In that regard, UNFPA was commended in coming very close to achieving a gender balance in its professional staff (48 per cent), a better record than most other United Nations organizations. Delegations echoed the comments of the Director in speaking of the potential value of the CCAs and UNDAFs in promoting national capacity-building, especially regarding the follow-up to international conferences.

18. In discussing the harmonization of the programmes of United Nations organizations, one delegation noted that, although a large number of programming cycles had been harmonized, the schedule for presentation of country programmes to their respective Boards seemed not to coincide at all. The delegation hoped that proposals being developed on the programming process by a working group headed by UNFPA would address that concern. The same delegation also expressed its desire that the UNFPA Country Population Assessment (CPA) could be merged into the CCA process in order to reduce duplication of efforts. Delegations also expressed their desire that the CCA and UNDAF processes should result in more joint programming by United Nations development organizations.

19. In discussing the trend in core resources of the funds and programmes, delegations pointed out that UNFPA was in a unique situation in that its annual revenues were very much influenced by whether one major donor contributed to the Fund or not. One delegation noted, however, that the Fund's core resources for 2000 represented an increase of 5.1 per cent over the previous year and the number of countries contributing to the Fund had expanded to 102. The same delegation asked for a clarification of "180 degree feedback" appraisals as used in paragraph 15 of document DP/FPA/2001/1 and requested that open meetings on the occasion of mid-term reviews of country programmes be well publicized. The delegation also asked what measures were being taken to ensure the security of the personnel of non-governmental organizations (NGOs) involved in executing UNFPA programmes in emergency situations.

Response of the Administration

20. In replying to the various comments and questions, the Director of the Strategic Planning and Coordination Division noted that there was no fundamental discrepancy in the views of UNDP and UNFPA concerning the "sunset clauses" of the UNDG working groups: it was a question of whether the glass was seen as half full or half empty. He acknowledged that the goals for completing UNDAFs in 2000 had not been achieved but said that the system had performed remarkably well in finalizing more than 20 UNDAFs and in almost completing 38 more. He strongly concurred with delegations that had emphasized that the CCA and UNDAF processes should result in a greater sense of government ownership of programmes.

He stated that the greater degree of joint programming that could result from the CCA and UNDAF processes might entail some modification in the financial rules and regulations of different organizations; that was being examined, he noted.

21. The Director said that the "180 degree feedback" of appraisals meant that field offices were able to comment on the assessments made by headquarters of field reports and that the goal was to ensure mutual feedback into the system. The Director appreciated the comments concerning gender-mainstreaming and the success that UNFPA had had in filling professional posts with women candidates; indeed, at the senior-management level, women represented more than 50 per cent of managers. The Fund would continue to publicize mid-term reviews in order to solicit as much outside involvement as possible. Concerning security, the Director stated that in engaging NGOs to execute UNFPA programmes in emergency situations, the Fund relied on large international NGOs with accumulated experience working in difficult situations. These NGOs necessarily had expertise in ensuring staff security, but this was an important area that the Fund would continue to consider a priority and on which it would continue to work with partner organizations.

22. The Deputy Executive Director (Programme) commented on the relationship between the CPAs and the CCAs and UNDAFs. She said that in those situations where CCAs were being developed, the Fund would not duplicate that work by carrying out a separate CPA. However, that made it incumbent on UNFPA to work to ensure that population and reproductive health concerns were reflected in the CCAs and UNDAFs. In that context, she noted that for the UNFPA country programmes submitted to the Executive Board at its current session, it had indeed been possible to reflect CCAs and UNDAFs since a significant number of those mechanisms had recently been completed. She informed the Board that the UNDG working group charged with developing common programming approval processes for UNDP, UNFPA and UNICEF, chaired by UNFPA, was submitting proposals to UNDG the following month and would be making a presentation to the Board at its next annual session. She pointed out that the proposals would be designed so as not to add to the workload of programme staff.